

LAPIS

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Legislative Authorization, Program & Budget Information System

The 1982 budget provides spending increases for major programs deemed to be priorities. Fiscal year 1982 spending will increase by \$76.6 billion or about 12 percent net of receipts. Increases in receipts are projected at \$104.3 billion



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Funding for programs, agencies, and budget functions under jurisdiction of the House Committee on Interior and Insular Affairs reflects an increase of \$119.8 million in 1982 outlays or 1.5 percent.

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UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

February 27, 1981

PROGRAM ANALYSIS
DIVISION

B-197735

The Honorable Morris K. Udall
Chairman, Committee on Interior
and Insular Affairs
House of Representatives

Dear Mr. Chairman:

Subject: Program and Budgetary Information for
Committee's Views and Estimates on
President's Budget for Fiscal Year 1982
(PAD-81-39)

The enclosed report is forwarded for your information and use in preparation of your committee's views and estimates on the President's fiscal year 1982 budget proposals. The General Accounting Office has obtained this data from executive agencies and prepared it in this form for your use as part of our responsibility under Title VIII of the Congressional Budget Act of 1974. Specifically, the Comptroller General is required to: (1) develop and maintain standard classifications for fiscal, budgetary and program-related information and (2) assist committees in developing their information needs.

Accordingly, we have attempted to identify all the Federal programs and activities that are within your committee's legislative jurisdiction. We have used available source documents such as the Budget Appendix, agency budget justifications, and authorizing legislation and legislative histories. To a large extent, this information has been verified by your committee representatives and executive agency officials. We want to emphasize that the list of programs and activities in the enclosed document is an effort to display budgetary information at a level of detail most useful for your committee review and markup. The budgetary data included in the report was obtained directly from the agencies. Verification by us included comparison with data obtained from the Office of Management and Budget's Budget Information System and the Appendix to the President's 1982 Budget.

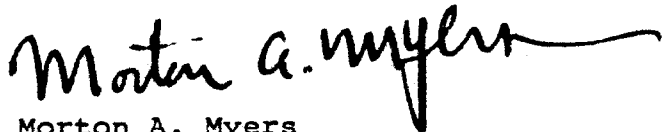
For each program or activity identified, we have displayed the authorizing legislation (public law and U.S. Code citation); the budgetary information (funding authorization, budget authority, obligations and outlays); and the funding expiration date as specified in the legislation. The budget data is provided for fiscal years 1980 (actual), 1981 (estimate) and 1982 (President's budget request). Enclosure I provides a further discussion of this listing.

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This year we plan to update our file to include President Reagan's budget revisions. This data will be available for programs under your committee's jurisdiction at a later date.

We appreciate the cooperation and assistance of your staff in developing this information and hope that it will assist you in the performance of your responsibilities under the Budget Act.

Sincerely yours,

A handwritten signature in black ink, reading "Morton A. Myers". The signature is fluid and cursive, with a long horizontal flourish extending to the right.

Morton A. Myers
Director

Enclosures - 2

cc: Mr. Charles Conklin
Mr. William Anderson

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PROGRAM AND BUDGETARY INFORMATION FOR
COMMITTEE VIEWS AND ESTIMATES ON PRESIDENT'S
BUDGET FOR FISCAL YEAR 1981 (PAD-81-39)

INTRODUCTION

The 1974 Congressional Budget Act requires authorizing committees to review the President's budget annually and furnish their views and estimates on matters under their jurisdiction to the respective Budget Committees. Committee views and estimates are submitted to the Budget Committees by March 15 of each year and are instrumental in developing the first concurrent resolution on the budget.

GAO has obtained data from the executive agencies and prepared information on the 1982 budget to help congressional authorizing committees complete their views and estimates reports. Because several committees asked for assistance in developing budgetary and authorizing information for their views and estimates reports, GAO provides this information annually from its Legislative, Authorization, Program and Budget Information System (LAPIS).

The following information is provided by GAO to assist in development of 1982 views and estimates.

- a summary analysis of fiscal year 1982 funding and the program impact (p. 2),
- a profile of data by number of program records, agency, bureau, account and budget function and subfunction (p. 8), and
- a computer listing containing budgetary data and authorizing information for programs and activities under the committee's jurisdiction (Appendix II).

GAO has also provided a description of the Legislative, Authorization, Program and Budget Information System (Appendix I).

Authorization and budgetary data to assist committees in preparation of views and estimates reports is collected upon release of the President's budget each January. This data is not updated to reflect congressional action or revisions to the President's estimates which occur during the year. However, this year we plan to update our file to include President Reagan's budget estimates. This data will be available for programs under your committee's jurisdiction at a later date.

SUMMARY ANALYSIS OF AGENCY
PROGRAM AND BUDGET DATA

The Federal budget presents budgetary resources, in terms of national needs and the administration's policies in meeting the needs of the nation. The budget also presents estimates of resources and expenditures at the appropriation account level, and provides limited information on some of the major programs by account. However, budgetary data is not generally available at varying levels of detail by committee of jurisdiction and is not tied to authorizing legislation.

GAO has obtained data from the executive agencies and prepared a detailed list of programs displaying relevant budgetary and authorization data to assist congressional committees in meeting their information needs for views and estimates reporting as required by the 1974 Budget Act.

Data pertaining to programs in the 1982 budget under the jurisdiction of the House Committee on Interior and Insular Affairs is displayed in the computer listing provided in Appendix II.

The following analysis is provided to highlight the most significant programs and funding changes displayed in Appendix II. The analysis does not necessarily cover all the items which the committee may want to consider.

Budget Overview for Major Functions,
Agencies, and Accounts Under the
Jurisdiction of the House Committee
on Interior and Insular Affairs

The 1982 budget provides spending increases for major programs deemed to be priorities. Fiscal year 1982 spending will increase by \$76.6 billion or about 12 percent net of receipts. Increases in receipts are projected at \$104.3 billion.

Funding for programs, agencies, and budget functions under jurisdiction of the House Committee on Interior and Insular Affairs reflects an increase of \$119.8 million in 1982 outlays or 1.5 percent.

Outlays for the natural resources and environment mission area of the budget will decrease by \$71 million in 1982. This results in part from an increase of \$470 million in offsetting receipts. Department of Interior outlays in this mission area will increase by \$113 million or 2.8 percent in fiscal 1982. Department of Agriculture outlays for Soil Conservation Service will decrease by \$52 million reflecting decreases in both funding and spending for watershed planning and construction. Forest Service Federal outlays will increase by \$264 million.

The increase will pay for reforestation and timber stand improvements, construction of roads and trails, and research in the management and use of hardwood and softwood. The budget also estimates a \$480 million increase in offsetting receipts from timber sales.

Outlays for Water Resources Council planning programs will increase by \$14.5 million in fiscal year 1982 to support interstate water management studies.

Other increases in this mission area include \$125 million in outlays for the Environmental Protection Agency's Hazardous Substance Response Fund to provide quick response to hazardous water spills. Costs of this program are to be recovered by tax receipts from industry.

Outlays for the community and regional development mission will decrease by \$2 billion in fiscal year 1982 or over 18 percent. The overall reduction can be attributed to the decision not to fund the Small Business Administration's disaster loan fund and the Commerce Department's regional development programs in fiscal year 1982. Bureau of Indian Affairs outlays in this mission area will decrease by nearly \$57 million or 5.7 percent. However, Federal outlays for the Bureau of Indian Affairs will decrease by \$107.4 million due to drops in construction and Eastern Indian land claims settlement fund spending. In addition, fiscal 1982 outlays for Indian health services will increase by \$43 million (Department of Health and Human Services) and outlays for Indian education will increase by \$28 million (Department of Education). A fiscal 1981 supplemental request would provide \$23 million in additional budget authority for Indian health facilities (Department of Health and Human Services).

Energy outlays will increase by over \$3.2 billion or 37 percent in fiscal year 1982. Offsetting receipts from the sale of power, coal, and other minerals will remain constant in fiscal year 1982.

A summary highlighting data for agencies and programs under your committee's jurisdiction follows. This information has been prepared using data collected from Federal agencies for inclusion in the LAPIS Program Inventory File.

New Programs

The U.S. Geological Survey shows a new account in fiscal year 1982 to establish a revolving fund to finance a digital cartographic program. New authorizing legislation will be proposed. Initial areas of program coverage will be determined on a priority basis to meet the needs of Federal agencies. Charges for cartographic services will be the eventual revenue source, but appropriations will probably be required for several years to provide working capital (see account 10-28-4527, record 10783 on page 231 of Appendix II).

Program Increases

- Water Programs - Federal outlays for programs in the Water and Power Resources Service are planned to increase 7.9 percent to \$893.3 million in 1982.

These increases are shared by most program elements, including the loan program and the construction program. However, outlays are planned to decrease by over 10 percent for general investigations (studies of potential projects). Again this year, the Budget does not propose funding a set of new construction starts, pending congressional agreement to the independent review of water projects by the Water Resources Council.

An increase of 150 percent, from \$10 million to \$25 million in budget authority is requested for the Water Resources Council State water management matching grant program (see account 33-35-0100, record 05198 on page 373 of Appendix II).

- Land resources - Passage of the Alaska National Interest Lands Conservation Act resulted in several 1981 supplemental appropriation requests to fund its implementation. Programs affected include the Bureau of Land Management (see account 10-04-1109, record 10785 on page 61 of Appendix II); the Geological Survey (see account 10-28-0804, record 10776 on page 221, record 10778 on page 223 and record 10782 on page 227 of Appendix II); and the National Park Service (see account 10-24-1036, record 10918 on page 207 of Appendix II).

Overall Bureau of Land Management outlays are to increase 3 percent in fiscal 1982. The total reflects a decrease in funding of \$103 million for payments in lieu of taxes to counties and other units of local government (see account 10-04-1114, record 02184 on page 73 of Appendix II). Funding for all other Bureau programs will average an increase of over 15 percent in fiscal 1982. Payments to States under the Mineral Leasing Act of 1920 are scheduled to increase 29.6 percent to \$454.1 million (see account 10-04-9921, record 02194 on page 78 of Appendix II).

- Surface mining - Funding for State reclamation program grants will increase in fiscal year 1982 to a level of \$100 million, an increase of 245 percent over fiscal 1981. The increase is based upon 24 states qualifying for grants under the Surface Mining Control and Reclamation Act of 1977 (see account 10-29-5015, record 06770 on page 237 of Appendix II). Qualification for the grants results through approval of State regulatory programs.
- Energy programs - The Nuclear Regulatory Commission budget continues to grow in fiscal year 1982, to a level of over half a billion in budget authority, an increase of more

than 10 percent over fiscal 1981 and more than 25 percent over fiscal 1980. However, the 10 percent increase in budget authority somewhat overstates the fiscal 1982 growth in program funding because the Commission carried forward nearly \$12 million in unobligated balances from fiscal 1980 to fiscal 1981. The unobligated balance available at the beginning of fiscal year 1981 had the effect of reducing the new budget authority needed that year. Program activity obligation levels for the Commission will increase about 7.4 percent in fiscal year 1982.

The Commission's fiscal 1982 budget increase is concentrated in three areas:

- Nuclear Material Safety and Safeguards (23.8 percent growth in budget authority) (see account 31-50-0200, record 05107 on page 356 of Appendix II);
- Inspection and Enforcement (16.4 percent growth in budget authority) (see account 31-50-0200, record 05103 on page 356 of Appendix II); and
- Nuclear Regulatory Research (10.1 percent growth in budget authority) (see account 31-50-0200, record 05104 on page 357 of Appendix II).

The Bonneville Power Administration is requesting \$136.2 million in borrowing authority in fiscal year 1982, under provisions of 16 U.S.C. 838(k). The borrowing authority was created by P.L. 93-454, the Federal Columbia River Transmission System Act, and limits the value of bonds outstanding at any one time to \$1.25 billion (see account 19-50-4045, record 03717 on page 333 of Appendix II).

Outlays for the Southeastern Power Marketing Administration will increase to \$6.9 million in fiscal year 1982 from a fiscal 1981 level of \$1.6 million. Most of the increase results from higher wheeling fees and from larger purchases of electricity in connection with the disposal of power under contracts with utility companies (see account 19-50-0302, record 03713 on page 337 of Appendix II).

The Western Area Power Administration outlays will increase to \$210.9 million in fiscal year 1982, from the previous year's level of \$141.3 million. Most of the increase will be for systems construction. Funding is needed to replace deteriorating wood poles and damaged wood and steel structures, recondition and upgrade transmission lines, and construct operation and maintenance control and dispatch facilities (see account 19-50-5068, record 03719 on page 335 of Appendix II).

- Territorial Affairs - The fiscal year 1982 budget includes \$20 million in budget authority for incentive payments to assist the governments of Guam and the Virgin Islands to: eliminate general fund deficits through plans to implement effective budget and accounting systems; project more realistic revenue and expenditure estimates; reduce accumulated deficits; and, balance territorial budgets by 1986 (see account 10-82-0412, records 10915 and 10916 on page 287 of Appendix II).
- Indian programs - Most Indian programs in the Department of Interior will have moderate increases in funding in fiscal year 1982, with some exceptions discussed under program decreases below. Department of Education funding for Indian education will increase 24.5 percent to a fiscal year 1982 level of \$101.8 million. Most of the increase is for additional payments to local educational agencies. Funding for Indian health services in the Department of Health and Human Services will increase by \$47 million or 7.7 percent over the fiscal 1981 level. In addition, a fiscal 1981 supplemental for \$23 million in budget authority is requested for Indian Health Facilities. Including this supplemental, budget authority and outlays will increase \$9 million in fiscal 1982 for this program.

Program Decreases

- Recreation - The National Park Service is reducing construction outlays by 29.4 percent to a fiscal year 1982 level of \$86.8 million. Construction activities are for improvements of physical, real property facilities including buildings, structures, roads, trails, utility systems, and other facilities needed to pressure resources and enhance visitor use (see account 10-24-1039, record 02397, on page 209 of Appendix II).
- Surface Mining and Geological Survey - The Office of Surface Mining Reclamation is terminating small operator assistance payments in fiscal year 1982 (see account 10-29-1801, record 06772 on page 236 of Appendix II). The office is also reducing outlays for Federal regulatory program activities to \$39.2 million in fiscal 1982 from a fiscal 1981 level of \$53.2 million (see account 10-29-1801, record 02430 on page 233 of Appendix II).

Exploration of the National Petroleum Reserve in Alaska is scheduled for completion in fiscal year 1981. Outlays will drop from a fiscal 1981 level of \$222.2 million to \$16.6 million in fiscal 1982. In fiscal 1982, \$2.6 million is requested for operation and maintenance of the Barrow gas field. Natural gas will continue to be supplied to the native village of Barrow and other native communities, as well as to nearby Federal installations (see account 10-28-0805, records 10034, 02417, 10035, and 02418 on pages 217-218 of Appendix II).

--Indian programs - The fiscal year 1982 budget requests an overall decrease of 12.9 percent in outlays for programs in the Bureau of Indian Affairs. Decreases will occur in Federal funds (10.1 percent) and in trust funds (20.1 percent). Decreases in Federal fund outlays result from a 26.4 percent decrease in construction outlays and from the completion of payments in fiscal 1981 from the Eastern Indian land claims settlement fund (see account 10-76-2202, records 06821 and 10604 on page 270 of Appendix II).

-Construction outlays will be reduced because of a drop in the construction of buildings and utilities, from \$95.5 million to \$51.1 million (see account 10-76-2301, record 02452 on page 260 of Appendix II).

-Maine Indian claims settlement fund payments were made in fiscal 1981 under P.L. 96-420 to settle the land claims of the Passamaquoddy Tribe, the Penobscot Nation, and the Houlton Band of Maliseet Indians (see record 10604 on page 271 of Appendix II). Rhode Island Indian claims settlement spending also terminated in fiscal 1981 (see record 06821 on page 261 of Appendix II).

Indian trust fund outlays will decrease from \$405.5 million in fiscal 1981 to \$323.8 million in fiscal 1982. This decrease is the result of an increase in unobligated balance available in the fund. The end of year unobligated balance will increase from \$936.5 million to \$1081.2 million in fiscal 1982 (see account 10-76-9973, record 02461 on page 261 and record 08421 on page 273 of Appendix II).

Organizational Changes

There are some organizational changes in the Office of the Secretary, Department of Interior for the fiscal 1982 budget. The Inspector General activities previously funded in Departmental Management are now in a separate account (see account 10-84-0104, record 10797 on page 308 of Appendix II). Youth Conservation Corps activities funded through the Department of Agriculture Forest Service are now funded in the Office of the Secretary (see account 10-84-0109, record 10799 on page 300 of Appendix II).

Unfunded Authorization

As was the case in the fiscal 1981 budget, no funding is requested for the mineral impact loan assistance programs to make loans to State and local governments to relieve the impact of mineral development. This program is authorized by the Federal Land Policy Management Act of 1976 (see account 10-04-1109 record 02185 on page 60 of Appendix II).

PROFILE OF COMMITTEE
1982 LAPIS REPORT

Program/activity information is provided for 19 Federal agencies in the legislative and executive branches of Government, and off-budget entities representing an total of 563 records of data. A record may represent a program, an activity, or even an individual project. What is included as a record depends on the committee's expressed information needs, the data available from the agencies, and our perception of the level of detail that should be reported to enable the committee to perform an effective analysis of each agency's plans and activities. Summaries of budgetary data by agency, bureau, function and subcommittee follow.